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ABSTRACT

Stressing the importance of American Indian involvement in affairs affecting Michigan's Indian population, this report by the Interim Action Committee on Indian Problems presents recommendations relative to education, employment, health, and the Commission on Indian Affairs. Recommendations for the commission emphasize: leadership at the local, State, and Federal levels; educational program development; welfare eligibility information; legal education; budgetary responsibilities; priority programing, on-going evaluations, etc. Health recommendations focus on remedial actions pertinent to: infant mortality rates, adult death rates, malnutrition, alcoholism, the training of professional Indian health workers, etc. Employment recommendations call for: inservice training of Michigan Concentrated Employment Programs" (MCEP) staff, revision of the Bureau of Indian Affairs' relocation procedures, coordination between program development and the Intertribal Councils of Michigan, etc. Economic development recommendations focus on land use and industrial development and skill training in specific nonreservation areas. Educational recommendations call for a needs assessment, an Indian Education Staff in the Department of Education and an Indian Education Committee to advise the State Board of Education, a 5-year reading literacy goal, etc. (JC)

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REPORT of the MICHIGAN INTERIM ACTION COMMITTEE ON INDIAN PROBLEMS

March, 1971

RC 008766

REPORT OF THE MICHIGAN INTERIM ACTION COMMITTEE ON INDIAN PROBLEMS

* * * * * * *

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To Governor William G. Milliken and the

76th Michigan Legislature:

The report of the Interim Action Committee on Indian Problems is hereby transmitted. The Committee, established September 11, 1970, has carried out its responsibility to make recommendations in four areas where the State of Michigan has the greatest impact on the lives of its Indian citizens: education, employment, health and the Commission on Indian Affairs.

These recommendations were formulated by the Interim Committee after much deliberation and with the assistance of the Inter-Tribal Council of Michigan. In addition, several staff recommendations are attached which are intended to expand the Committee's concern with health, employment and education.

Throughout, we have stressed the importance of Indian involvement in formulating the policies which can end the "decades of isolation and neglect that our Indian citizens have suffered." We believe this report, completed by a committee of five Indian members representing both urban and rural areas, serves as an example of what can be achieved by Indian involvement in matters affecting Indians.

We trust that you will find the report deserving of your careful attention.

Respectfully submitted,

Doris K. Adams

Doris K. Adams, Chairman

REPORT OF THE MICHIGAN INTERIM ACTION COMMITTEE ON INDIAN PROBLEMS

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On September 11, 1970, Governor William G. Milliken established the Interim Action Committee on Indian Problems (hereafter referred to as the Interim Action Committee).

In announcing the formation of the Interim Action Committee the Governor stated:

> "When you look at the decades of neglect and isolation that our Indian citizens have suffered, the establishment of this Committee may not seem significant. But, it is a start in terms of the State taking direct action on Indian problems and, most importantly, Indians are being called upon to decide Michigan's Indian policy."
>
> "The recommendations of the Committee will cover the legislative and budget proposals for the coming fiscal year and a review of federal and state programs to determine how they can be more effectively implemented."

Governor Milliken requested recommendations in at least four categories of governmental responsibility: education, employment, health, and the Commission on Indian Affairs. The Interim Action Committee has formulated the following recommendations from its own deliberations and from pronouncements which it requested from the Inter-Tribal Council of Michigan.

In addition, there are attached several staff recommendations prepared to expand the Committee's concerns with health, employment, and education.

The report is divided into two general sections. The first section, which contains two parts, presents recommendations to alter the structure and responsibilities of the Michigan Commission on Indian Affairs.

The second section focuses on the programs necessary to meet the urgent needs of the Indian citizens in Michigan.

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SECTION I

Commission on Indian Affairs

Part A

In recent years state governments have become somewhat aware of the problems of Indian citizens within their state jurisdictions. However, it has also been recognized that there have been jurisdictional difficulties between federal, state and local governments regarding Indians. Listed below are some of the recommended changes to make the State Commission a more effective vehicle for Indian people.

1. New staffing and budget to include a Director; three Associates for housing, education, and employment; a secretary-bookkeeper; and a clerk-typist. Salary for the Director should be set at $15,500 per year; that of Associate Director at $9,000 per year or higher.
2. Increase in travel and per diem allowances to permit all necessary travel by staff and Commission members.
3. New nominating procedures to ensure an Indian majority on the Commission and also to guarantee a geographical representation drawn from a pool of current, active leaders.
4. Change in monthly meetings of the Commission to bi-monthly with provision for special meetings at the request of the Chairman or a majority of Commission members. Delegation of the work load to the staff of the Commission.
5. Implementation of an outreach program (staff) setting up specific times and places throughout the state where people can meet with representatives of the Commission to request assistance with their problems and complaints.
6. Recommendation of a legislative amendment to involve heads of all state departments as ex-officio members of the Commission to assure their participation and responsibility.

Part B

The Indian Commission should be a strong, powerful voice at the State level to coordinate and promote activities which would provide social and economic opportunities for Indian citizens of Michigan. Therefore, the Commission can be charged with the following responsibilities:

1. Coordination and liaison between tribal governments and chartered Indian organizations with various departments and levels of state government.
2. Providing active leadership in assisting tribal governments, Indian organizations and individuals with problems of education, employment, civil rights, health, housing, treaty rights and any other right or service denied Michigan Indians. Especial emphasis should be placed on the role of the Commission as an "assisting" body, acting upon problems as they are seen and defined by the Indian groups and individuals served. Consistent with the concept of self-determination for Michigan Indian citizens, the Commission should take whatever steps necessary on the local, state or federal level to meet the special needs of Indian people in this state. Among these steps:

   At the local level - ensuring that Indian citizens have access to and/or representation on decision-making bodies, the policies of which affect the Indian population in a given area.

   At the state level - maintaining contact with the Governor's Interstate Indian Council, and similar organizations with substantial Indian membership, in order to keep abreast of innovative approaches in the use of funding, and other information relevant to Michigan.

At the federal level - active consultation with representatives of those executive departments having control over Indian affairs, and a forthright approach in influencing legislation which will serve the interests of Indian residents in this state.

3. Development of programs for Indians at all levels of education, including K-12, special and vocational education, higher education and adult education. The state government should provide legislative sponsored scholarships to Indian students so that they can continue their education.

4. Providing information to Indian citizens about eligibility requirements for welfare assistance, in order to eliminate existing discrimination against Indians at state and local levels. The Commission should also ensure that Indian citizens receive the assistance benefits to which they are entitled.

5. Law enforcement is another basic problem, inasmuch as Indian communities and Indian people are generally critical of law enforcement agencies. Due to inadequate court systems and the inability of Indian people to procure legal counsel, Indian people charged with various offenses are often found guilty because of economic conditions. The Commission should provide legal education to Indian citizens on existing treaty rights and federal and state statutes affecting Michigan Indians. This would specifically include treaties regarding hunting and fishing rights. The Commission should further investigate legal problems affecting Indian citizens in their communities.

6. Assume responsibility for developing necessary budget and legislative requests to meet the above objectives.

7. The Commission should have a planned program for setting priorities. Those priorities may be set differentially, based upon the varying needs of Indian communities within the state.

8. A continued program of evaluation and reform should be pursued on a yearly basis. In devising evaluation mechanisms, less emphasis should be placed on efficiency of investment or the rapidity of change, than on the effectiveness of efforts undertaken, i.e. how well they achieve the goals originally set by the communities themselves.

9. The Commission should be involved in the development of state policy. If policies need reinforcement, legislation should then be drafted and presented for enactment.

SECTION II Programs necessary to meet the urgent needs of Indian Citizens in Michigan.

The Interim Action Committee was shocked to learn that accurate statistics on socio-economic conditions of Michigan Indians are non-existent. Our society purports to provide the most advanced health, education, and employment programs of any society in the world. Yet, advancement in these areas has clearly by-passed Indians. Indians in Michigan are either isolated in the state's four reservations or in the ghettoes of our urban areas. Indians living in rural areas have been denied a fair share of Michigan's opportunities and benefits. They have migrated by the thousands to the cities in search of jobs and places to live, while remaining totally unprepared for the demands of an urban environment. This migration is continuing. It is impossible to obliterate the urban poverty of Indians without removing its rural causes. Accordingly, both reason

and justice compel the allotment of a more equitable share of our state's resources to improving the conditions of the rural life of Michigan's Indian citizens.

In the Economic Opportunity Act of 1964, the Congress declared it to be a policy of the United States to eliminate poverty. Since that time, anti-poverty programs of unusual scope and variety have been developed and put into effect by federal, state, and local governments, and by numerous private organizations representing business, labor, churches, and other interested groups. Many of these programs have had a significant effect. The heavy burden of poverty remains, however.

In November, 1969, the U. S. Senate Special Subcommittee on Indian Education issued the results of its 2-year study on the plight of the American Indian:

Fifty-thousand Indian families (90%) live in unsanitary, dilapidated dwellings, many in huts, shanties, even abandoned automobiles;

The average Indian income is $1500, 75% below the national average;

The unemployment rate among Indians is nearly 40% - more than 10 times the national average;

The average age of death of the American Indian is 44 years; for all other Americans it is 65;

The infant mortality rate is twice the national average;

More than one out of every five Indian men have less than 5 years of schooling;

Dropout rates for Indians are twice the national average. In some school districts they approach 100%.

One-fourth of elementary and secondary school teachers - by their own admission - would prefer not to teach Indian children; and

Indian children, more than any other minority group, believe themselves to be "below average" in intelligence.

The story is a continuous one of defeat, despair and exploitation. Reports the subcommittee:

The dominant policy of the Federal Government toward the American Indian has been one of coercive assimilation. The policy has resulted in:

a. The destruction and disorganization of Indian communities and individuals.

b. A desperately severe and self-perpetuating cycle of poverty for most Indians.

c. The growth of a large, ineffective, and self-perpetuating bureaucracy which retards the elimination of Indian poverty.

d. A waste of Federal appropriations.

For any state, then, that wants to act toward the amelioration of these conditions, the responsibility is tremendous. It must conscientiously monitor what the Federal bureaucracy has proven incapable of monitoring, it must prevent the irresponsible draining of the limited resources provided to purposes that do not benefit its Indian citizens, or that systematically exclude them from exercising influence over policies which will affect them.

During the past year, the Michigan Legislature, supported by the Governor, appropriated $25,000 for an "Indian research study." The Interim Committee believes that the Commission on Indian Affairs should have a planned program for setting priorities in order to determine the objectives of this study.

Moreover, the results of this study should be followed up with a continuing program of reform, which should be reflected in budget and legislative proposals developed by the Commission on Indian Affairs.

The following are the suggested program areas. President Nixon, in his Message to Congress on Indian Affairs on July 13, 1970, clearly illustrated the extent of the problems. The quoted passages in the planned program areas are from his speech.

HEALTH

> "Despite significant improvements in the past decade and a half, the health of Indian people still lags 20 to 25 years behind that of the general population. The average age of death among Indians is 44 years, about one-third less than the national average. Infant mortality is nearly 50% higher for Indians and Alaska natives than for the population at large; the tuberculosis rate is eight times as high and the suicide rate is twice that of the general population. Many infectious diseases such as trachoma and dysentery that have all but disappeared among other Americans continue to afflict the Indian people."

The State of Michigan does not have clear, comprehensive data on the physical or mental health of its Indian residents. There cannot be a full effort to alter the morbidity and mortality indicators until data collection specifically includes this population. It is agreed that a hostile social climate discourages self-identification of Indian origin. Among the effects of this concealment are:

1. Uncertainty or denial as to self-identity--plausible contributors to poor mental health.

2. Confusion of Indians and non-Indians as to the true number of Indian residents.

3. Grossly inadequate health data -- poor for reservation residents, nearly non-existent for the majority living elsewhere.

A commitment must be made by the State to:

1. Lower the Indian infant mortality rate, which like that of blacks, is 200% of the white level.
2. Eliminate the statistical reality that an Indian dies at least 20 years earlier than his white counterpart.
3. Combat the chronic problem of malnutrition on the reservations. Federal programs for provision of surplus commodities and food stamps should be promoted. Other plans might include the use of (perhaps voluntary) medical outreach teams (doctors, nurses, dietitions) or the training of reservation Indians to provide elementary medical aid and dietary assistance. The notably low incomes of other Indians suggest similar ill-health of unknown proportions for which plans must be devised to locate, inform, and treat those in need of medical care.
4. Institute a government supported service controlled by the Indian Communities to reduce alcoholism. Excessive use of alcohol - the white man's gift - is evident in many communities; the Indian Community Action Program could serve as a model for similar efforts to eliminate this influence.
5. Train and recruit Indians for professional positions in state and local health departments.
6. Influence the Indian Health Service (IHS), which now operates from offices in Wisconsin, Minnesota and South Dakota, to establish resident administrators and health care professionals in Michigan.
7. Urge that the purchase of comprehensive medical care be allowed through the Community Health Representative project of I-CAP by contract with the IHS, and that this care not be limited to the reservations.

8. Establish active recruitment programs in Michigan's universities for the education and training of Indians in the fields of medicine, dentistry, psychology and nursing.

9. Request the Michigan State Housing Development Authority (MSHDA) to meet with the Commission on Indian Affairs in order to explain the objectives of the State housing development program. Indians live in chronically poor housing in both urban and rural areas of the state. For this reason, MSHDA should make a special effort to involve Indian organizations as nonprofit sponsors of development projects geared to increasing the amount of safe, decent and sanitary housing available to Indian citizens.

10. Improve the presently minimal activity of the Indian Health Service and County health departments, which are scattered and intermittent in attending to the needs of reservation families, and which intentionally exclude fully 50% of Indian residents of this state who are not living in or near a reservation.

EMPLOYMENT AND ECONOMIC DEVELOPMENT

> "Economic deprivation is among the most serious of Indian problems. Unemployment among Indians is ten times the national average; the unemployment rate runs as high as 80 percent on some of the poorest reservations. Eighty percent of reservation Indians have an income which falls below the poverty line; the average annual income for such families is only $1,500."

It appears that present procedures for reporting labor statistics in Michigan do not identify American Indians. Nonetheless, the evident poverty of these citizens leaves no doubt as to their marked underemployment.

Today the MESC has two service operations for Indians:

1. The northern Michigan Concentrated Employment Programs (CEPs) contracted by the Department of Labor. CEP is a single-sponsored package of various manpower programs (Neighborhood Youth Corps, Operation Mainstream, On-the-Job Training, MDTA in northern Michigan). Through this program one project under its own control, can direct clients to the appropriate manpower program, provide payment for temporary employment while the client is being evaluated, provide special skills training and/or on-the-job training, with the goal of eventually seeing clients enter the regular labor market. The Department of Labor specifies that 6 to 10% of the clients will be Indians.
2. A relocation assistance agreement with the BIA dating from July, 1950. This "memorandum of understanding" is intended to move Indians to metropolitan centers. It specifies in part that "all placement services and facilities available through the State and local employment facilities shall be made available as feasible to all Indians who are resident on reservations or adjacent thereto and who are actively seeking employment." (Section V).

   There is no mention of skills training.

In reviewing their general service population, the MESC reports that the highest numbers of Indian clients are from Wayne, Emmet, Chippewa, Gratiot and Baraga Counties. In the period July to September, 1970, 59 of their new applicants were Indians -- 7 were placed on jobs, one was referred to training; 11.9% and 1.7%, respectively, of those contacting the MESC.

The specific experience of the northern Michigan CEPs, however, points to the effectiveness of utilizing Indian recruiters to seek out and counsel

potential participants in manpower programs. Statistics show that 142 American Indians were recruited during a ten-month period in 1970. There seems to be then, in this case as in others around the nation, an improvement in the drawing ability of a program when members of a minority group are employed to recruit and encourage their brothers in a government program.

None of the state or federal statutes controlling MESC operations refer to Indians.

For those who are employed, vocational handicaps may be seriously higher due to the particularly hazardous rural and urban jobs held by Indians due to poor schooling, denial of job training, and, therefore, lack of other opportunity.

Recommendations

1. Acknowledge the common ignorance of non-Indians as to the heritage, values and psychological needs of Indians as family heads. Institute in-service training for MESC staff using a training plan developed by both specialists and laymen who are Indian residents of Michigan.
2. Consult with a truly representative sample of Indians who have gone through all or part of the BIA-ES relocation procedure. The experience of the majority of Indians is negative. We should determine the need for further relocation efforts and be prepared to radically revise this program.
3. Assess the Northern Michigan and Detroit CEPs for the degree of improvemen produced in the employability of Indian clients.
4. Specifically relate MDTA institutional and OJT operations to the development plans of the Inter-tribal Councils of Michigan.
5. Give the employment discrimination problems strong Executive interest. The Department of Civil Rights, Commission and staff, have declined to head this effort.

6. Open Career Development opportunity with State government. Accept the need to reach out to individuals in both urban and rural communities.

Economic Development Recommendations:

1. Assure the granting of State and Federal dollars for comprehensive land use planning for the reservations.
2. Encourage and support new efforts toward industrial development and skills training by the non-reservation communities with special attention to southwest Michigan, Detroit metropolitan area, Saginaw area, Lansing, Grand Rapids, Oceana County, Grand Traverse area and Petoskey-Harbor Springs.

EDUCATION

> "One of the saddest aspects of Indian life in the United States is the low quality of Indian education. Drop-out rates for Indians are twice the national average and the average educational level for all Indians under Federal supervision is less than six school years."

In some areas of the nation, the high school drop-out rate for Indians closely approximates 100%. A survey conducted in Michigan indicates nearly as much cause for despair as do national statistics. A questionnaire soliciting information on Indian education was sent to school superintendents in Detroit, Lansing, Grand Rapids, Petoskey, Brimley, L'Anse, Mt. Pleasant and Bark River (which serves the Hannahville reservation [pop. 200]). Responses were received from only five of the eight areas: Lansing, Petoskey, L'Anse, Brimley and Mt. Pleasant. The results of the survey (see chart) point to the need for vigorous state action allocating its own and securing avail-

able federal funds for Indian education at all levels.

	Elementary	Grades 7-8	Grades 9-12	Graduates '71	Graduates '70	Graduates '69
L'Anse	54	15	12	N/A	4	2
Mt. Pleasant	75	26	25	N/A	1	3
Petoskey	N/A	13	15	2	1	3
Brimley	55	20	34	N/A	N/A	5
Lansing	49	Grades 7-12 14		N/A	N/A	N/A

(See Appendix A, Part I for a basic count of Indians in Michigan public schools. Responses to the above questionnaire are contained in Appendix A, Part II.)

The Kennedy-Mondale "Indian Education Act" (U.S. Senate Bill 4388) may lead to new ESEA* funds for the education of Indians, and efforts should be made to secure its passage.

Other efforts must be maintained at the same time as well. Like the State of Minnesota, Michigan should be an example of resourcefulness, both in terms of securing federal funds and in terms of organizing the administration of its educational system to meet the needs of the Indian population. Monies are available, and could be used for teacher training, library resources, and programs to lower the drop-out rate, in addition to state Indian scholarships, human relations training programs, direct aid for students enrolled in public schools, adult basic education, school lunch programs, and demonstration projects.+

*Elementary and Secondary Education Act

+See Appendix B for a discussion of funding sources and funding problems.

In terms of both general policy and more specific guidelines, the findings of the Senate Special Subcommittee on Indian Education point to various imperatives:

> The need for Indian participation and control in the education of their children in the public schools; specifically, Indian membership on school boards which have jurisdiction in districts educating Indians.
>
> Curriculum revision which includes coursework recognizing Indian history and culture (and which excludes inaccurate and derogatory stereotypes).
>
> Inclusion of bilingual and bicultural materials in schools educating Indians. Indian children in Michigan generally enter school knowing only the white man's language. Means must be found to provide Indian language training as part of the school experience or in some other way within the Indian community.

The subcommittee found that:

> "Many school administrators and teachers consider Indian pupils inferior to white students, and thus expect them to fail, both in school and in life."
>
> "Many school districts relegate Indians to the lowest level in their tracking systems."
>
> "Indians are often promoted each year regardless of grades just so they can be kept in school, thus assuring the local school district of receiving Federal aid because of the presence of Indian students."
>
> "Teachers and administrators are often insensitive to Indian values and ignorant of Indian culture."

Efforts then, must obviously be made to alter both the structure and content of education which affects Indian children, to recruit sensitive personnel highly skilled in teaching of the disadvantaged and well attuned to the needs of Indian children. To buttress efforts directed toward Indian children, education must as well be provided to Indian adults. At every level, the need for professionally skilled Indians should be emphasized, and by no means should children be discouraged from setting high educational goals for themselves.

Recommendations

1. The Governor and the State Board of Education should authorize a full examination of the education needs of Michigan Indian residents - pre-school into retirement years -- in active consultation with rural and urban Indian communities.
2. Establish an Indian Education staff in the Department of Education on the Minnesota model, which incorporates an autonomous Indian Education Section in its Division of Administration.
3. Establish a statutory Indian Education Committee advisory to the State Board of Education.
4. During 1971-72, negotiate the full flow of federal funds for services and construction:
   a. Special Impact
   b. Elementary and Secondary Education Act
   c. Johnson - O'Malley
   d. Adult Education

e. Vocational Education

f. Vocational Rehabilitation

5. Establish teacher education in the Woodland Culture* at one state university during fiscal 1972. Expand as research indicates.

6. Adopt the Minnesota experience for the selection of teaching materials which fairly portray the true history and contemporary status of the Indian cultures of Michigan and the Americas.

7. Establish a five year goal for reading literacy at least equal to the white population.

8. Consistent with white intentions of the treaty era, let us bring vocational skills training appropriate to the 1970's to every Indian desiring these skills.

* The culture and history of those tribes, particularly Ottawa and Chippewa, which comprised the Algonquin language group in the northeast.

APPENDIX A

PART I

EDUCATION

The following is a review by the Michigan Department of Education of their 1969-70 School Racial Ethnic Census. These counts are, according to the experience of Indians in Michigan, substantially incorrect due to the difficulty white teachers and white administrators have in identifying an Indian by his name or his face. This same school census indicated that only one-tenth of one percent of the public school staffs were reported as being of Indian ancestry.

100+ Indian Students

L'Anse	107
Brimley	104
Mt. Pleasant	123
Grand Rapids	137
Detroit City	374
Sault Ste. Marie	343

40+ Indian Students

Baraga	49	Les Cheneaux	48
Niles	78	Marquette Township	45
Bark River Harris	59	Muskegon City	44
Petoskey	75	Port Huron City	43
Lansing	80	Dearborn Heights	45
St. Ignace	66	Wayne Community	49

SOURCE: 1969-70 SCHOOL RACIAL ETHNIC CENSUS MICHIGAN DEPARTMENT OF EDUCATION

PUBLIC SCHOOL ENROLLMENT OF MICHIGAN INDIANS
IN SCHOOL DISTRICTS WITH TEN OR MORE INDIANS

Source: 1969-70 School Racial-Ethnic Census

ALLEGAN COUNTY

Allegan Public Schools -- 12
Wayland Union Schools -- 15
Hopkins Public -- 14

ANTRIM COUNTY

Elk Rapids Schools -- 32

ARENAC COUNTY

Au Gres Sims School District -- 12

BARAGA COUNTY

Baraga Township School District -- 49
L'Anse Township School District -- 107

BAY COUNTY

Bay City School District -- 14
Pinconning Area Schools -- 21

BENZIE COUNTY

Benzie County Central School -- 19
Frankfort Area Schools -- 15

BERRIEN COUNTY

Benton Harbor City School District -- 12
Brandywine Public School District -- 11
Niles Community School District -- 78
Buchanan Public School District -- 22

CALHOUN COUNTY

Battle Creek City Schools -- 16

CASS COUNTY

Dowagiac Union Schools -- 30

CHARLEVOIX COUNTY

Twin Valley Public School District -- 27
Charlevoix Public School District -- 22

CHEBOYGAN COUNTY

Cheboygan Area Schools -- 10
Mackinaw City Public Schools -- 14

CHIPPEWA COUNTY

Sault Ste. Marie Area Schools -- 343
Detour Area Schools -- 14
Rudyard Township Schools -- 10
Brimley Public Schools -- 109

CRAWFORD COUNTY

Crawford Au Sable Schools -- 10

DELTA COUNTY

Escanaba Area Public Schools -- 22
Gladstone Public School District -- 32
Big Bay De Noc School District -- 34
Bark River-Harris School District -- 59

EATON COUNTY

Eaton Rapids Public Schools -- 11
Maple Valley School District -- 16
Roxand Township -- 13

EMMET COUNTY

Harbor Springs School District -- 19
Littlefield Public School District -- 30
Petoskey School District -- 75

GENESEE COUNTY

Carman School District -- 15

GLADWIN COUNTY

Gladwin Community Schools -- 12

GOGEBIC COUNTY

Watersmeet Township School District -- 30

CRATIOT COUNTY

Fulton Schools -- 20

HILLSDALE COUNTY

Litchfield Community Schools -- 11

INGHAM COUNTY

Lansing Public School District -- 80
Okemos Public Schools -- 10

IOSCO COUNTY

Oscoda Area Schools -- 22

ISABELLA COUNTY

Mt. Pleasant City School District -- 123

JACKSON COUNTY

Columbia School District -- 10
Springport Public Schools -- 14

KALAMAZOO COUNTY

Kalamazoo City School District -- 24
Parchment School District -- 16
Portage Public Schools -- 15
Vicksburg Community Schools -- 11

KENT COUNTY

Grand Rapids City School District -- 137
Wyoming Public Schools -- 15
Kelloggsville Public Schools -- 19
Kentwood Public Schools -- 12

LEELANAU COUNTY

Glen Lake Community School District -- 16
Suttons Bay Public School District -- 15

LUCE COUNTY

Tahquamenon Area Schools -- 32

MACKINAC COUNTY

St. Ignace Township School District -- 66
Les Cheneaux Community School District -- 48

MACOMB COUNTY

Centerline Public Schools -- 11
East Detroit City School District -- 13
Roseville City School District -- 29
L'Anse Creuse Public Schools -- 11
South Lake Schools -- 10
Utica Community Schools -- 14
Van Dyke Community Schools -- 23
Warren Consolidated Schools -- 35
Warren Woods Public Schools -- 11

MANISTEE COUNTY

Kaleva Norman-Dickson Schools -- 19

MARQUETTE COUNTY

Forsyth School District -- 10
Marquette Township School District -- 45

MECOSTA COUNTY

Chippewa Hills School District -- 10

MONTCALM COUNTY

Tri County Area Schools -- 10

MUSKEGON COUNTY

Muskegon City School District -- 44
Muskegon Heights City School District -- 10
Orchard View Schools -- 38
Ravenna Public Schools -- 10
Reeths Puffer Schools -- 17
White Hall District Schools -- 12

OAKLAND COUNTY

Pontiac City School District -- 22
Hazel Park City School District -- 13
Madison Heights School District -- 10
Farmington Public School District -- 15
Holly Area School District -- 11
Walled Lake Consolidated School District -- 9
Waterford Township School District -- 36

OGEMAW COUNTY

West Branch-Rose City Area Schools -- 11

OTTAWA COUNTY

Grand Haven City School District -- 10
Holland City School District -- 12

SAGINAW COUNTY

St. Charles Community School District -- 15

ST. CLAIR COUNTY

Port Huron City School District -- 43
Algonac Community District -- 21

SCHOOLCRAFT COUNTY

Manistique Area Schools -- 15

VAN BUREN COUNTY

Hartford Public School District -- 22

WASHTENAW COUNTY

Ann Arbor City School District -- 23

WAYNE COUNTY

Detroit City School District -- 374
Allen Park Public Schools -- 15
Dearborn City School District -- 27
Dearborn Heights School District -- 45
Garden City School District -- 22
Hamtramck City Schools -- 12
Lincoln Park City Schools -- 29
Livonia Public Schools -- 23
River Rouge City Schools -- 15
Romulus Community Schools -- 11
Taylor Township School District -- 39
Wayne Community Schools -- 49
Wyandotte City School District -- 14
Crestwood School District -- 10
Woodhaven School District -- 11
Riverview Community School District -- 11
Southgate School District -- 35
Van Buren Public Schools -- 10

WEXFORD COUNTY

Mesick Consolidated School District -- 20

PART II

EDUCATION

The letter reproduced below was sent on September 25 to the school superintendents in Detroit, Lansing, Grand Rapids, Petoskey, Brimley, L'Anse, Bark River, and Mt. Pleasant. The replies available at this writing are shown verbatim.

Dear Superintendent:

Governor Milliken has asked for five Indian residents of this State to serve as the Interim Action Committee on Indian Problems. A major area of interest is the capacity of elementary and secondary schools to serve Indian students. Our office is providing a staff service to the Committee.

At the request of the Committee, I ask you to consider the questions which follow and send your reply to me for use by the Committee at their meeting of Saturday, October 3. If you are unable to get a written reply to this office by Friday, October 2, please call me so that I may have from you whatever information is available as of that day.

1. In 1969-70 School year, how many American Indian students did your district have enrolled in the elementary grades?

   Grades 7 and 8?

   Grades 9 through 12?

   How many American Indian students graduated from your high school?

   How many graduated in 1969?

2. Which Indian tribes are represented in your student body?

3. Are any parts of your district operations specifically planned for Indian students? If so, please detail.

4. In your experience, do Indian students show differences as compared to white and black students in their classroom behavior, academic achievement as measured by standard tests, or in discipline.

5. What is your evaluation regarding the interest of Indian parents in their children's school performance.

Responses by question:

L'Anse

1. During the 1969-70 school year we had the following Indian enrollment: (The numbers listed are for those with 25% or more Indian blood.)

Elementary	54	
Grades 7-8	15	
Grades 9-12	12	
Total	81	(107)*

4 American Indians graduated June, '70 and 2 in '69.

Mt. Pleasant

1. Elementary	75		1 graduated in 1970 3 graduated in 1969
Grades 7-8	26		
Grades 9-12	25		
Total	126	(123)	

* Figures in parentheses represent the number of Indian students in each district according to the Michigan Department of Education 1969-70 School Racial Ethnic Census. See Appendix A, Part I.

Petoskey

1. Elementary Not available

   Grades 7-9 13

   Grades 10-12 15

   Total (75)

   Graduated: 2 expected this year in 1971

   1 in 1970

   3 in 1969

Brimley

1. Fifty-five Indian Students in the elementary grades (K-6)

   Twenty Indian students 7th and 8th grades

   Thirty-four Indian students grades 9-12

   Total 109 (104)

   Five Indian students graduated (1969)

Lansing

   Graduated Not available

1. Elementary 49

   Grades 7-12 14

   Total 63 (80)

Question 2

L'Anse

2. The Indian tribes represented in our student body are Chippewa and Sioux. There are some Indians of mixed blood. The Chippewa tribe predominates.

Mt. Pleasant

2. Chippewa and Ottawa

Petoskey

2. Tribes represented Ottawa and possibly Chippewa

Brimley

2. Chippewa

Lansing

2. Unknown

Question 3

L'Anse

3. Our counseling department gives close personal attention to our Indian youth in identifying their problems, counseling, providing assistance in getting training through proper referrals, and in conducting follow-ups of students who have attended school here.

A Minority Group Coordinator is employed by the school under Title I* to serve as a liaison person between the school and minority groups. Most of her work is concerned with the Indian community.

Mt. Pleasant

3. No.

* This refers to Title I of the Elementary and Secondary Education Act.

Petoskey

3. Indian scholarship committee. Nothing in the way of curriculum.

Brimley

3. No. However; we do have programs in which the Indian students are involved.

Lansing

3. Unknown

Question 4

L'Anse

4. In my judgment there is no marked difference between white and Indian students in classroom behavior, academic achievement, or discipline. The absence rate of Indian children is greater, however, and there is lack of motivation in some cases because of parental indifference.

Mt. Pleasant

4. Discipline is the same with all troubled students. Academic achievement would probably be below average because of motivation.

Petoskey

4. No

Brimley

4. I feel that the Indian students in our district exhibit a slight difference in their classroom behavior and academic achievement. This difference would be greater if it weren't for the fact that a high percentage of our students are socially and economically deprived, both Indian and white.

Lansing

4. Unknown

Question 5

L'Anse

5. Generally speaking, interest of Indian parents in their children's school performance is average to below average.

Mt. Pleasant

5. Indian parents do not differ from other parents.

Petoskey

5. Average

Brimley

5. I feel that they are quite indiffcrent to their children's school performance.

Lansing

5. Unknown

Education - gross data on school population.

The Michigan Department of Education reports that the 1969 School Census shows:

1. Public school students of Indian ancestry - 4857 persons or two-tenths of one percent (.2%) of the total enrollment of approximately 2,100,000. In addition, there were 1974 students of Indian ancestry in non-public schools in 1968.

   Total Indian students - combining 1968 and 1969 counts - 6831.

2. Public School staff of Indian ancestry - 50 persons or one-tenth of one percent (.1%) the total school employees of approximately 97,000.
3. Black students comprised 13.2% of the public school population.
4. Students with Spanish surnames comprised 1.3%.

APPENDIX B

Subsidies for public school education of Indian children

Purpose

1. Johnson-O'Malley Act (1834)-permits BIA to contract with states to provide for the education of Indian children.

Special services

In general, this Act authorized the Secretary of the Interior to contract with states for the education, medical attention, agricultural assistance, and social welfare of Indians in the state.

Federally Impacted Areas legislation:

2. PL 81-815 (1950) "School Facilities Construction Act" - provided for transfer of Indian students from Federal to public schools by authorizing Federal assistance in construction of public schools attended by Indians.

Construction

Funds are granted under "Section 14" of this Act (includes almost all funding for Indians) for construction when a district has neither bonding capacity nor resources sufficient to construct needed facilities.

3. PL 81-874 (1950) "Federally Impacted Areas Act" - authorizes funds for general operating expenses to school districts affected by Federal activities. Provides money to school districts which suffer a loss in tax revenue because of the presence of Federal property (e.g. reservations).

"in lieu of taxes"

The Funding Problem - a number of factors which have undermined the effectiveness of the above legislation (i.e. things to beware of and to control for, if possible, at the state level).

GENERAL: Johnson-O'Malley money (intended for "Special services") is used primarily as a budget-balancing device to make up the difference between a school district's expenditure and revenues after PL 81-874 money has been added. Johnson-O'Malley assistance is not given until after a district's eligibility is determined under PL 81-874. The "in lieu of taxes" provision rather than special needs has thus become the determining factor in federal aid.

PL 81-815

Drastically underfunded:	Authorization	Appropriation	% of Authorization
FY: 1968	80,000,000	22,937,000	29
1969	79,162,000	14,745,000	19
1970	79,347,000	----------	--

Above figures are for the full act. Because of limited appropriations, requests in FY '68 and '69 under "Section 14" have not been funded. The language of the law gives priority in funding to other sections.

PL 81-874

Michigan has districts with substantial PL 81-874 entitlement for Indians.

a. Problem: Late funding which means excessive hardship to those districts which are placed in an uncertain position as to whether they will have to reduce faculties or services in midyear. (Funded at 90% entitlement in FY '69)

Johnson-O'Malley

(Estimated expenditure FY '69 = $11,552,000 = $175/per student)

a. Despite the act's expressed intent to deal only with Indian needs, Johnson-O'Malley money has been traditionally used by school districts to supplement their general operating budget, thus benefitting all their students.

The Code of Federal Regulations ('58) sanctions this use by stating that Johnson-O'Malley money can be used to meet financial needs of those school districts which have "large blocks of nontaxable Indian-owned property...and relatively large numbers of Indians which create situations which local funds are inadequate to meet."

b. BIA policy - the inclusion of Indians (1958) in PL 81-874, took care of some of the basic support money formerly provided by Johnson-O'Malley, yet the policy of the Bureau of Indian Affairs continues to place the tax-exempt status of land as the prime determinant of Johnson-O'Malley eligibility, rather than educational need.

c. No detailed accountability of the use of the money.

d. Conflict with PL 81-874. Few local administrators are likely to admit they have enough money for normal school operations when they know they can get more, thus Johnson-O'Malley is continually drained for normal operating budget purposes.

If a school district replaces Johnson-O'Malley funds with PL 81-874 aid, there is no guarantee that PL 81-874 money will be used to benefit Indian students. Such money goes to the district itself, thus benefits are indirect, whereas Johnson-O'Malley funds are supposed to aid only Indian children.

Congress has no control over PL 81-874 money. The federal government is prohibited from setting standards for its use or requiring that it be

used for special Indian needs.

e. Johnson-O'Malley, as presently administered (by the BIA), excludes from participation Indians who have left the reservation.

f. Levels of aid to different states are extremely uneven. There is no policy basis for the allocation of funds. (e.g., '67-'68: Alaska-$690 per Johnson-O'Malley pupil; Oklahoma-$37 per Johnson-O'Malley pupil).

g. Lack of Indian participation.

h. Funding for new approaches is low, though a 1936 amendment gave the Secretary of the Interior authority to contract with state universities, colleges, schools or any appropriate state or private corporation, agency or institution.

Direct Grants to Tribal Councils for Economic Development

are available through:

Farmers Home Administration	(FHA)
Office of Economic Opportunity	(OEO)
Small Business Administration	(SBA)
Economic Development Administration	(EDA)

Problem: Competition among federal agents supposedly working toward the same goal.